

DOCUMENT RESUME

ED 361 485

CE 064 390

TITLE Vocational Education in Prisons: An Investment for Yesterday's At-Risk Youth. Evaluation Report.

INSTITUTION Texas State Council on Vocational Education, Austin.

PUB DATE 92

NOTE 38p.

PUB TYPE Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC02 Plus Postage.

DESCRIPTORS Access to Education; *Adult Vocational Education; *At Risk Persons; Coordination; *Correctional Education; *Educational Needs; Educational Opportunities; Needs Assessment; Policy Formation; *Prisoners; Program Costs; Public Policy; Secondary Education; State Programs; *Statewide Planning

IDENTIFIERS *Texas

ABSTRACT

The provision of secondary vocational education to adult offenders in the Texas state prison system was assessed. Discussions held with inmates established that most adult inmates are former at-risk youths who eventually dropped out of high school and who have low self-esteem and poor morale because of their frustrating educational experiences. The educational needs of the study population were assessed within the framework of existing educational programs within Texas' prison system, access to vocational education in prisons, and coordination of vocational education policy in the state's correctional school districts. Eight recommendations were as follows: (1) develop a comprehensive long-range plan; (2) expand existing lab space; (3) establish regional education centers to serve the prison system; (4) design and implement a follow-up system to track employment and recidivism rates of vocational education certificate holders; (5) develop a more systematic process for placing inmates in vocational education; (6) establish a system for integrating vocational education and prison jobs; (7) allow Foundation School Fund allocations for vocational education for inmates who graduated from high school; and (8) shift authority for exceptions to the one-vocational-course rule to principals and regional supervisors. (Appendixes contain topics for future study, funding categories, estimated costs for a correctional vocational-technical center, and a description of the services offered by the New Vision Chemical Dependency Treatment Facility in Kyle, Texas.) (MN)

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VOCATIONAL EDUCATION IN PRISONS:

AN INVESTMENT FOR YESTERDAY'S AT-RISK YOUTH

ED 361 485



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TEXAS COUNCIL ON VOCATIONAL EDUCATION EVALUATION REPORT

Fall 1992

06064390

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Agency Mission

The Texas Council on Vocational Education will provide proactive leadership to define the role of vocational education, and advise state and federal policymakers on ways to strengthen and reform vocational-technical education, as well as build a climate for the acceptance of outstanding vocational-technical education programs, in order to make all Texans more competitive and productive in the world economy.

Agency Philosophy

The Council's recommendations and issue papers will infuse the views of business, industry, agriculture, labor, learning institutions and the general public into the policymaking process.

The Council's evaluation and assessment of vocational-technical education and training programs will be based on the needs of students, employers, and taxpayers.

The Council will provide and encourage a climate of cooperation and coordination among vocational-technical education and job training stakeholders.

The Council will be open and responsive to policymakers, agency personnel and citizens in regard to the questions and concerns about vocational education.

The Council will approach their responsibilities with a deep sense of commitment and caring about all citizen's of Texas and the economic welfare of the state.

Theodore A. Talbot
Waco
Representing the Private
Sector
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CHAIR

Ann Hodge
Houston

December 20, 1992

VICE CHAIR

Theodore A. Talbot
Waco

Dear Fellow Citizens:

MEMBERS

Mike Bickley
Lufkin

On behalf of the Texas Council on Vocational Education, I am pleased to present our report entitled "*Vocational Education in Prisons: An Investment for Yesterday's At-Risk Youth.*" My colleagues and I represent all sectors of society concerned with quality vocational education: business, industry, labor, and agriculture, as well as the general public.

Sylvia Talavera Blain
Odessa

In the course of this study, the Council had the opportunity to tour several prison units. We discovered that many inmates were dropouts or graduated from high school without being vocationally or academically prepared for the real world.

Shirlene S. Cook
Beaumont

Paul H. Ellis
Austin

Our recommendations are designed to increase the opportunity of all inmates to receive comprehensive vocational training so they can reform their lives. Once inmates return to the free world, their degree of success in the marketplace will help determine whether they remain a tax burden or become a taxpayer.

Edna Garza-Escobedo, Ph.D.
Harlingen

Martha E. Hinojosa-Nadler
Austin

The Council believes this report adds an important perspective to the current criminal justice debate in Texas. We hope our recommendations will provide an alternative solution to the terrible waste of human capital in our prisons and a long-term look at increasing costs.

Steve L. McSpadden
Quanah

Jack C. Pennington
Garland

Raul Ramirez, Ph.D.
El Paso

Henry R. Sollers
Cotulla

Lillian J. Suchoff
Corpus Christi

Sincerely,

A handwritten signature in cursive script that reads "Ann F. Hodge".

Ann F. Hodge
Chair

EXECUTIVE DIRECTOR

Lynda S. Rife



Synopsis of "Vocational Education in Prisons: An Investment for Yesterday's At-Risk Youth"

The Texas Council on Vocational Education, a 13-member lay citizen advisory group, had the opportunity to assess vocational education in the Texas prison systems. Since many prison inmates lack adequate academic preparation and basic skills, vocational education can play a large part in determining whether they will commit another crime and return to prison or become a productive member of society.

Educational programs in the Texas prisons are designed to meet the unique learning needs of inmates. However, less than 25 percent ever enroll in a regular vocational education course, with less than one percent successfully completing 600 hours of training. Even those few inmates who successfully complete training are not followed into the labor market to determine the success of the programs.

The citizens of Texas are concerned about escalating crime rates, the costs for housing inmates, and the problem of recidivism in the prison system. A recent study reveals that inmates who receive academic and vocational education are more likely to be employed and less likely to return to prison. Moreover, the State saves \$22,000 when an offender does not return to prison. The state could save \$6.6 billion with a 1 percent reduction in recidivism rates. Since academic and vocational education can reduce the recidivism rate, the money spent on comprehensive programming is an investment in lowered crime and incarceration costs.

Conclusions and Recommendations

The Texas Council on Vocational Education concludes that all men and women in the Texas prisons should have access and be encouraged to participate in vocational education. The following recommendations are designed to improve educational service delivery in Texas prisons.

1. Implement a comprehensive, long-range plan identifying the need for vocational training, developing training strategies and methods to create a learning environment, and identifying strategies for inmates to secure employment upon release.
2. Expand lab space to be able to offer more vocational courses to meet demands.
3. Establish Regional Education Centers to serve the prison system.
4. Design and implement a follow-up system to track the employment and recidivism rates of vocational education certificate holders.
5. Develop a more systematic process for placing inmates in vocational education.
6. Establish a system for integrating vocational education and prison jobs.
7. Allow Foundation School Fund allocations to provide vocational education to inmates who have graduated from high school.
8. Shift the authority to make exceptions to the "one-vocational course" rule downward to the level of principal and regional supervisor.



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INTRODUCTION

The Texas Council on Vocational Education, referred to in this report as the Council, was created by federal and state laws as an impartial body, composed of volunteers, to provide an objective, informed lay perspective to the evaluation of vocational education. The members of the Council are not experts. They are citizens of Texas, representing all sectors of society having an interest in vocational education: business, labor, education and agriculture, as well as the general public. Their purpose is to speak for the average taxpayer. Council members are nominated by the Governor of Texas and appointed by the State Board of Education and confirmed by the Senate.

The federal Carl D. Perkins Vocational and Applied Technology Education Act defines the purpose of vocational education broadly; *"to make the United States more competitive in the world economy by developing more fully the academic and occupational skills of all segments of the population."* One of the Council's mandates under the Act is to analyze and review correction's vocational education programs. In the Spring of 1992, the Council initiated an analysis of the vocational education programs in the Texas prison system.

The Council developed the conclusions and recommendations in this report by interviewing criminal justice experts, correctional administrators, principals, teachers, and counselors; reviewing background literature and annual reports of both the Windham School System and the Texas Department of Criminal Justice (TDCJ); perusing other agencies' and consultants' program evaluations; and investigating other states' programs. The Council held discussions with male and female inmates, both

first-time and repeat offenders. Their testimonies added a valuable client-centered perspective to the review.

Scope of the Report

The Council had limited time, resources, and staff with which to conduct this study. Consequently, this report is limited in scope. Instead of addressing the multiple dimensions of corrections education in a cursory way, the Council chose to focus on the provision of secondary vocational education to adult offenders in the state prison system. Although postsecondary vocational courses are also offered in Texas prisons, most inmates who receive vocational education are enrolled in secondary courses because they are not high school graduates. Several topics, such as postsecondary education, which merit attention but were not systematically evaluated for this report, are listed in Appendix A, "Topics for Future Study."

(Note: Since females composed only four percent of the inmate population in FY 1991, the Council will, for convenience, be using the masculine pronoun to refer to inmates throughout this report. However, the comments made here apply generally to women in prison also.)

YESTERDAY'S AT-RISK YOUTH

The Council's discussions with inmates in the course of this review revealed a portrait of a population lacking the most basic academic preparation for productive careers. Most of the inmates were high school dropouts who expressed low self-esteem and poor morale from a history of frustrating educational experiences. Their



portrayals of their failures in school as children resembled the portraits of many of today's "at risk" youth in the Texas' public school system.

The inmates gave various reasons for steering off course. Some came from broken homes, were emotionally troubled, or had alcoholic parents. Others had learning disabilities, fell behind in school and just gave up. Most of them lacked a basic sense of belonging and turned to drugs.

One inmate described his experience with school while growing up in this way: *"I had stability in school up till the sixth grade and from the seventh grade on, it was just one school after the other I was always the new kid in school, and it was hard to find a feeling of belonging. The kids I hung around with were the other kids that felt like they didn't fit in. We were the ones that were out in the parking lot smoking dope, disrupting class, that type of stuff."*

Another offender had a slightly different experience, but with the same results: *"Up until the fourth grade, I managed to complete and actually be above where I should be. In the fifth grade, I moved and instantly fell so far behind that I never caught up again. By the end of junior high, I had already started experimenting with drugs and alcohol because I knew I didn't fit into school. By my freshman year in high school, they finally realized I had dyslexia and put me in resource. That was worse. You know that you are not as good as everyone else, so that took me farther away from school."*

A statistical profile of the more than 49,000 felons incarcerated in Texas state

prisons in 1991 confirms these educational and employment disadvantages:

- *More than three out of four were high school dropouts;*
- *45 percent functioned below a sixth-grade level;*
- *In 1989-90, the unemployment rate for offenders when arrested was 47 percent compared with 6.7 percent for the general population in Texas.*

Limited Opportunities for Employment

A male first-time offender commented, *"Right now there are a lot of people unemployed. I don't know whose fault that is, but I think that inmates will probably be the last ones to get jobs."*

The likelihood of offenders obtaining viable employment when they are released into the "free world" will largely determine whether they become productive, taxpaying members of the work force or whether they will return to prison and remain tax burdens. High school dropouts will be able to fill only 14 percent of all new jobs, according to the State Occupational Information Coordinating Committee (SOICC). Thus, for those who enter prison with little or no occupational skills, their ability to compete in the labor market will depend on the quality and extent of the academic and vocational preparation they receive while in prison.

Convicted felons face an added barrier to employment—their criminal records. A study by the U.S. Department of Labor attributed 5 to 10 percent of all unemployment problems among ex-offenders to their past criminal history. This makes the need for strong

"Right now there are a lot of people unemployed. I don't know whose fault that is, but I think that inmates will probably be the last ones to get jobs."

1st Time Offender



qualifications and effective job search skills for this group all the more important.

Return to Prison

Eventually, 95 percent of all offenders will return to society. More than 37,000 inmates were released from Texas state prisons in 1991 alone. In Texas, 43 percent of them will be back in prison again within three years of release. This recidivism rate has increased from 35 percent to 43 percent since 1984, according to a study conducted by the University of Texas. (See Chart 1 below.)

Criminal justice scholars have identified academic and vocational education as essential components in any effort to rehabilitate offenders. Rehabilitation calls for addressing the conditions which contribute to criminal activity, such as unemployment, lack of basic education, and substance abuse, in order to reduce the reoccurrence of

criminal behavior and the recidivism rate.

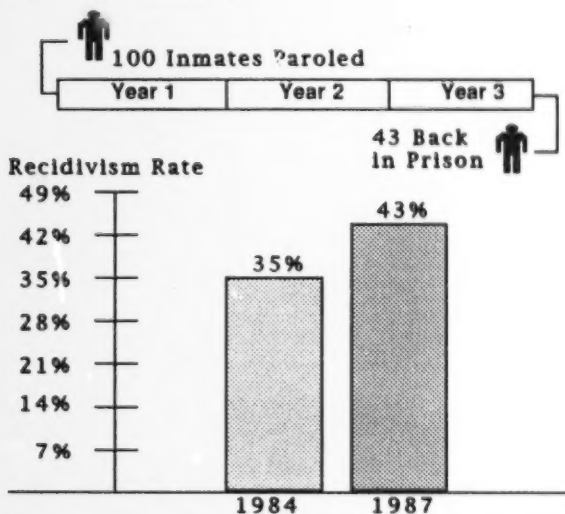
Education and Employment Prevents Returns

Recent studies have shown that both education and employment lower the recidivism rate. In Texas, the Criminal Justice Policy Council found that employed offenders and those with a high school diploma had lower recidivism rates than the unemployed or high school dropouts. Forty-eight percent of unemployed offenders were reincarcerated compared with 33 percent of employed offenders. Nearly half of all offenders with less than a high school education returned to prison compared with 37 percent of those with a 12th-grade education.

In the State of Illinois, prison officials tracked their inmates for one year after release from prison. They found that those who had received both academic and vocational education while in prison had higher employment rates and were less likely to commit a crime than those who had not received any training. The employment rate of offenders who were enrolled in both academic and vocational education was more than 50 percent higher than the rate for inmates who received no education. Also, 32 percent of inmates who received no training returned to criminal activity after they were released compared with 23 percent of vocational/academic students. (See Chart 2 on page 4.)

Chart 1
Recidivism Rate in Texas

For 1987 Parolees



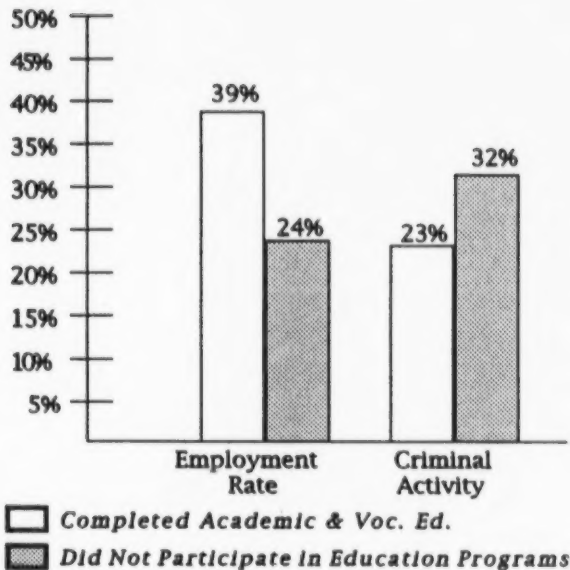
Source: Criminal Justice Policy Council

Cost Savings

Because of the enormous costs of incarcerating each individual inmate, even a modest change in the recidivism rate will lead to substantial cost savings. In its August 1990 report, the State Auditor's Office estimated that for every offender who does not return to prison, the state saves



**Chart 2:
Academic and Vocational Education
vs. Control Group**



Note: 12 months after release

Source: Illinois Council on Vocational
Education, "Correctional Edu-
cation: A Way to Stay Out"

\$22,000 per stay. Furthermore, for every one percent reduction in recidivism, 300 fewer offenders return to prison, resulting in the state avoiding incarceration costs of \$6.6 million.



EDUCATION IN THE PRISON SYSTEM

Several levels of education are offered to eligible inmates in Texas prisons, from basic literacy instruction and preparation for a GED, to advanced degrees. Vocational education is provided at the secondary and community college levels.

Given the inadequate academic preparation and high unemployment rate of the inmate population, education for inmates focuses primarily on basic remediation, GED preparation, and vocational training "to enhance the probability of an inmate becoming gainfully employed upon release from prison." In fact, *inmates must receive basic literacy instruction while in prison if they cannot read and perform math on at least the sixth-grade level. Participation in vocational education is voluntary.*

Inmates typically go to school six hours per day and usually hold a job. In 1990-91, of the 101,391 inmates who were incarcerated sometime during the year, 39 percent participated in some type of educational program. Of those students, 13 percent were enrolled in secondary vocational education.

In addition to teaching academic skills and vocational competencies, the educational curriculum in Texas prisons includes an added dimension, that of instilling inmates with "social skills that will provide them with self-confidence and the ability to interact successfully with their fellow man." The vocational curriculum includes sessions on job search strategies, self-employment, getting along with others, and substance abuse treatment and employment.

Pioneering School Administration

Texas pioneered the establishment of a statewide correctional school district to

administer academic and vocational education to prisoners. The Windham School System was created in 1969 and is operated by the Texas Department of Criminal Justice (TDCJ), Institutional Division. The Windham School System is a separate school district for the 43 correctional institutions that exist in the state prison system or will come on line in 1992-93. Currently, a school district within the prison system appears to have been accepted nationwide by corrections educators as the most effective structure for delivering education to inmates.

The primary advantages of delivering corrections education through a school district are that it ensures the same Texas Education Agency standards required of all public education and provides an ongoing funding source. The Windham School System is accountable to the State Board of Education for program quality and education standards, and its programs are accredited and reviewed regularly by the Texas Education Agency. Its teachers must hold the appropriate state credentials.

Funding

The Windham School System receives the bulk of its funding through the Foundation School Program. A small allocation from the federal Perkins Act is used to buy equipment, and vocational labs are financed through TDCJ's budget. In 1990-91, the state spent \$32.9 million on the Windham School System, which was slightly over two percent of the \$1.55 billion budget to operate the prison system in Texas, including construction costs (See Chart 3 on page 6.)

Governance

The Board of Criminal Justice gov-



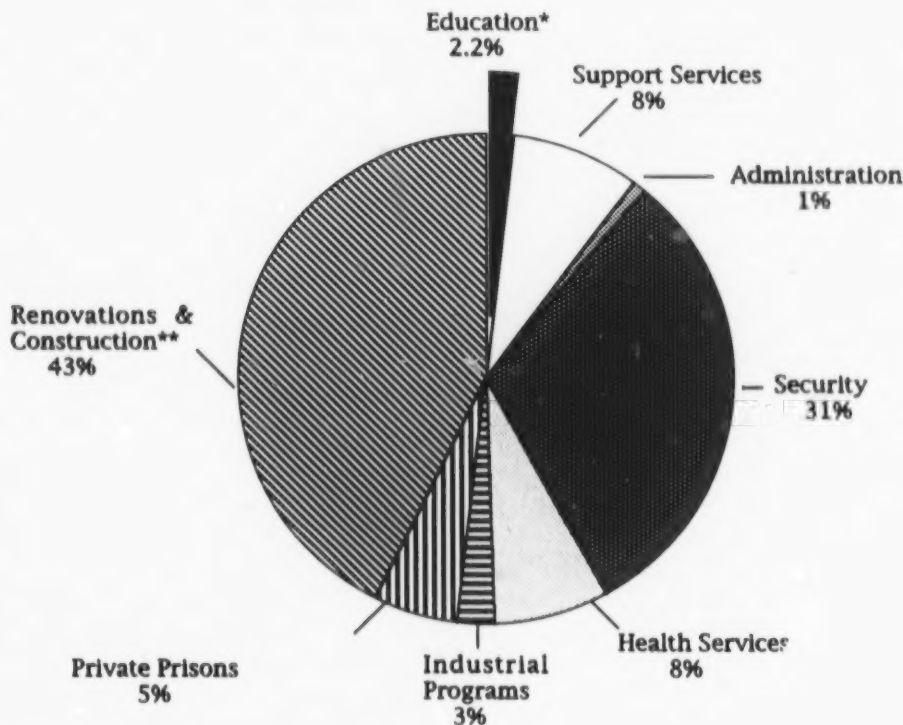
erns the Windham School System, and also serves as the policymaking body for TDCJ. The Superintendent of Windham Schools reports to the Board through the Executive Director of TDCJ (See Chart 4 on page 7.)

The provision of academic and vocational education in Texas' correctional system is part of the rehabilitation function of

TDCJ's three-fold mission. In its enabling legislation, TDCJ is charged with:

- *Confinement of offenders as punishment for their crimes;*
- *Rehabilitation of offenders to prevent them from returning to prison;*
- *Reintegration of offenders for a successful transition into society.*

Chart 3
Institutional Division Appropriations
for the Year Ending
8/31/92



*Does not include construction costs for vocational education labs.

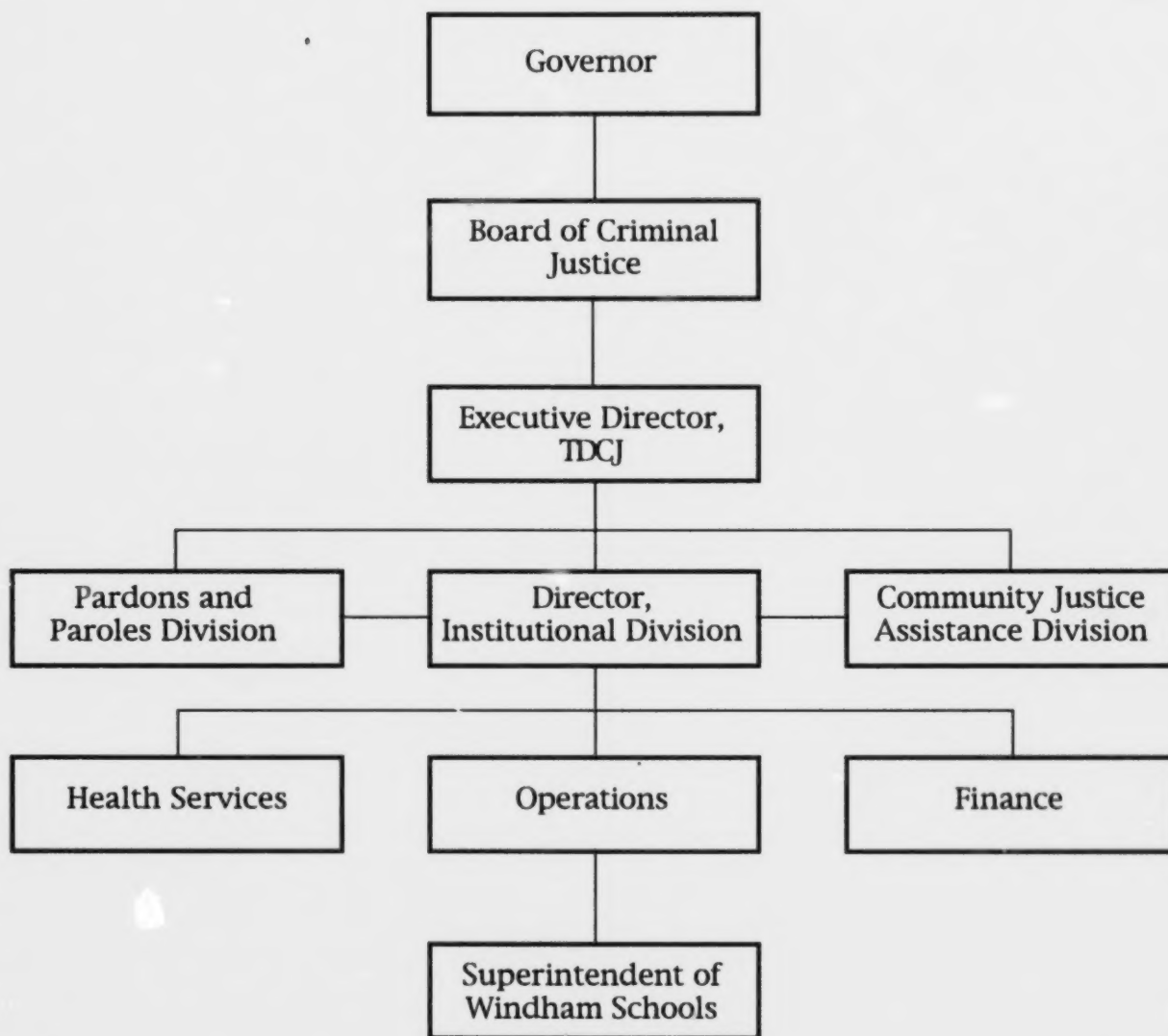
**Includes funding for vocational education labs.

Note: See Appendix B for explanation of funding categories.

Source: 72nd Legislature, General Appropriations for 1991-92.



Chart 4
Organizational Chart



Source: Texas Department of Criminal Justice, 1991 Annual Report.



Success Stories

Correctional instructors face one of the biggest educational challenges today. Their students are primarily the at-risk students: high school dropouts lacking the most basic reading and math skills, who have not responded well to traditional teaching methods in public schools. They have poor morale and low self-esteem from a history of frustrating educational experiences. This educationally disadvantaged population must obtain the skills to be prepared to compete in today's work force. However, Windham has a very limited time frame to improve the inmate's skills.

The Council heard numerous testimonies from inmates about the difference corrections education made in their motivation to change. Some of them indicated that their educational achievements in prison were the first successes they had ever experienced in school. The new-found determination of three inmates with whom the Council spoke is expressed in their comments below:

"Well I know that I am going to run into doors that are not going to be open to me, and what I have learned here is going to enable me to bounce off that door and go to the ones that will be opened to me and not let the one that is closed get me in a position to where I am ready to give up again."

"I dropped out of high school in the ninth grade. I received my GED while here in Huntsville. I received a small business entrepreneurship course. I passed my test for college entrance... I am going in the

"I dropped out of high school in the 9th grade. I received my GED... took a small business entrepreneurship course, and passed my test for college entrance in Huntsville..I want to start a mexican food restaurant."

Inmate

right direction. I think I want to start a Mexican food restaurant."

"You know when I got out of high school, I had nothing... It is like I was without hope. Just the little education that I have received here has helped me put away some things that have been bothering me over the years, like, that I can't learn."

Customized Curriculum

To address the challenge, the Windham School System has designed a vocational education program tailored to the unique learning needs of its clientele and the short prison stays of many of the inmates. In particular, the Council found the following successful components in place in the Windham School System:

- *Individually-based, self-paced instruction;*
- *Competency-based, segmented vocational courses;*
- *Dedicated, well-qualified teachers;*
- *Curricular inclusion of social skills, proper work habits and job search skills, and other survival skills into the vocational education program;*
- *Project RIO: a separate, active job search program to help inmates reintegrate into society.*

Both academic and vocational courses are taught on a non-graded, individual basis to accommodate differences in students' preparation and capabilities, and allow each student to proceed at his own pace. The competency-based, achievement-oriented curriculum enables students to build confi-



dence by experiencing success within short periods of time.

Course Selection

Vocational education courses should be offered on the basis of viable career opportunities, relevance to industries in Texas, and occupational prospects.

Educational administrators select vocational education program offerings based on the following information: current prison industries; Texas Employment Commission publications; Texas Business Today; Texas Work Force 2000; the Texas Education Agency's list of priority occupations; and by consulting with an advisory council composed of educators and representatives of business and industry. The Windham School System submits new course offerings through the Texas Education Agency approval process as do other school districts.

Windham uses the prison industries as possible training priorities. Although some prison industries provide a good choice for training, others such as computer key-punching would not be appropriate for course selection standards due to available positions outside the prison system.

Dedicated, Caring Teachers

The success of any educational program is dependent upon the commitment and quality of the teaching staff. This is especially true when working with students who have experienced learning difficulties with traditional teaching methods. All of the teachers with whom the Council met were dedicated to helping inmates raise their self-esteem and succeed in school. All teach-

ers in the Windham School system are certified by the State of Texas and hold the appropriate teaching credentials. Most of the vocational teachers have industry experience.

The Windham School System provides a comprehensive training program for its vocational teachers, which includes innovative learning methods specifically tailored to the unique challenges of teaching school dropouts. However, teachers with whom the Council met ex-

pressed the desire for more "free world" professional development and for more contact with other vocational education teachers.

Learning Environment

The Council heard many inmates express the need for a quiet study space. Their cells are not conducive places for studying, as this inmate explains: *"I live on the main run which is adjacent to the day room area and have guys playing dominoes and chess and everything else right in front of my house while I am trying to study."*

Most inmates who go to school also hold a job, so their study time is limited, which complicates matters. *"There are so many people that aren't trying to do anything, and they sit in the day room slamming the dominoes and hollering. Really the only time to study usually is after work. We work from 7:45 a.m. to 4:45 p.m. We have to go eat and shower. If you have school, you have to be there by 6:00 p.m. When you get out of class and study in your cell, well with all the noise it is really hard."*

Another hindrance to effective studying is that for some courses, inmates do not

**"I live on the main
run...guys playing
dominoes..right in
front of my house
while I am trying to
study."**

Inmate



have access to textbooks outside of class. Also, access to libraries can be very limited depending on the unit. Some inmates only have a few hours of assigned library time per week. The need for a conducive learning environment was apparent throughout the prison system.

Reintegration of Offenders

Transition services to help inmates successfully reintegrate into society are offered through Project RIO (Re-Integration of Offenders). Project RIO is a combined effort between the Windham School System,

the Texas Department of Criminal Justice, and the Texas Employment Commission to help newly released inmates from prison find work. Its purpose is to provide a link for inmates between training and services while incarcerated to training and job placement in the local community upon release. In prison, the inmate develops an employment plan one year before release. Project RIO services for ex-offenders upon release include orientation, a 20-hour job search workshop, employment counseling, and employer referrals. Participation in the program is voluntary.

ACCESS

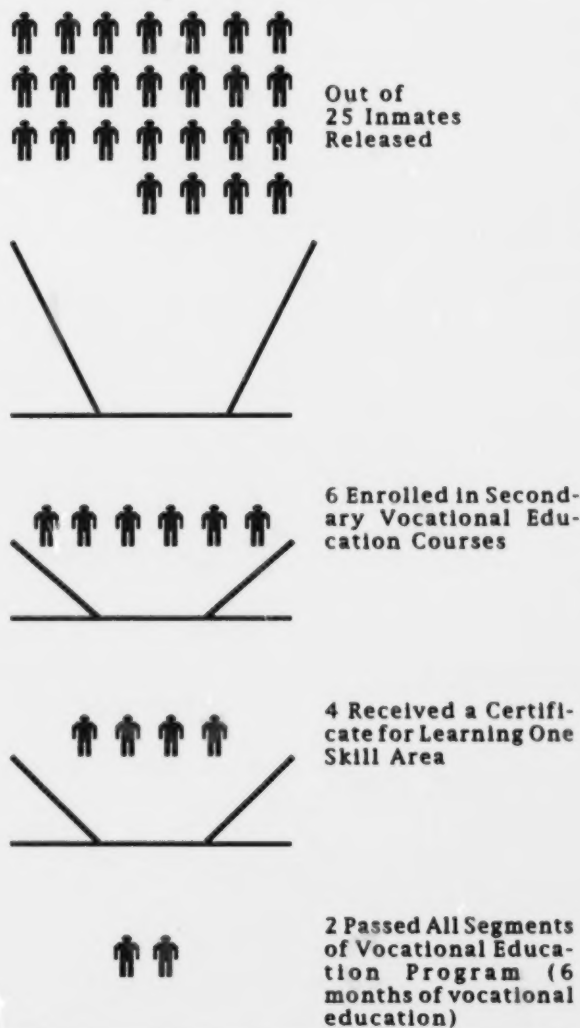
The Council found that, of the approximately 37,000 inmates released from Texas state prisons in 1991, only 8,588, or 23 percent, were ever enrolled in a regular secondary vocational education course while in prison, regardless of how many times they had been incarcerated. Only 5,482, or 15 percent, received a certificate of participation, which means that they acquired at least one occupational skill in a vocational training program. For example, the air conditioning and refrigeration course is divided into four segments: tubing operations, fundamentals of electricity, domestic refrigeration fundamentals, and fundamentals of window air conditioning. An inmate who achieves competency in at least one of those segments receives a certificate of participation. However, only 2,926, or 8 percent, of those released completed all segments of a 600 hour or six-month vocational education program. (See Chart 5.)

The Council tried to determine why so few inmates receive any vocational education while in prison. Since vocational education is voluntary for inmates, the low participation rate could be due to several factors, including short prison stays, literacy skills, lack of vocational courses, security, and motivation.

Short Prison Stays

Half of all state inmates in Texas now serve approximately 11 months behind bars, which includes the time they spend in county jail awaiting transfer to prison. Jail backlogs have led to some inmates spending as much as seven months of their sentences in jail where vocational training is not available. Since the regular secondary vocational courses are six months in length, this

Chart 5
Impact of Vocational Education on
the Prison Population



short tenure creates severe time constraints for vocational educators.

Windham addresses the short time constraints through the use of segments or clusters. For example, the six-month building maintenance course is taught in four segments: electrical, plumbing, painting/drywall; and window repair. These courses



were developed to meet the needs of the majority of inmates who serve less than a year. These six-month courses are for 30 hours per week. If an inmate completes all segments of a course, he will receive 600 hours of training.

The six-month course schedule will not meet the needs of those inmates who serve multiple years. They could be prepared for more than entry-level positions, if they were allowed to take more in-depth training.

Lack of Basic Literacy

The lack of basic literacy of many of the inmates entering prison exacerbates the time constraint. Students must be able to function at a minimum academic level in order to have a reasonable chance of succeeding in a vocational program. An inmate who reads at a third-grade level, for example, will soon fall behind in an auto mechanics class if he cannot read the manual.

The prerequisite grade level that students must achieve varies with the program, from a low of 5.5 for welding to a high of 7.0 for drafting and electronics. Since 45 percent of inmates function below the sixth-grade level, many inmates must complete remediation before they can even enroll in a vocational course. This lack of academic preparation, combined with the short prison stays, makes it difficult for many inmates to receive both academic and vocational education while in prison.

Many public schools are integrating academic and vocational education to enrich the learning process. They have found that combining these classes encourages students to learn much more than they would

in separate courses. Although studies have not been done on the speed of learning, it can be assumed that increased motivation would speed up the learning process.

Lack of Lab Space

A male repeat offender said, "Well, I signed up for a class and waited for almost a year before I decided I was tired of waiting and so I went ahead and took a computer class because parole said I had to take a vocational class before I could leave."

The Windham School System does not appear to have enough lab space to accommodate the demand for vocational education courses. Vocational classrooms are scheduled full-time, year round. For example, at a unit which offers a welding program, two classes are scheduled in the shop every day. In total, 260 secondary vocational courses are offered in 50 occupational trade areas. With approximately 20 students attending each course, this gives Windham the capacity to serve approximately 4,700 students, or 10 percent of the prison population.

It appears that many more students would like to take courses than Windham can accommodate. Although the Windham School System no longer tallies the total waiting list numbers systemwide, reports by the Texas Sunset Commission and the State Auditor found waiting lists of 1,269 inmates in 1986 and 2,044 inmates in 1990.

Since lab space is not adequate to accommodate everyone who wants to take a vocational course, Windham School System policy restricts eligibility for vocational education to one secondary vocational course and one post-secondary vocational course

..."I signed up for a course and waited for almost a year before I decided I was tired of waiting..."

Repeat Offender



per inmate. This is an understandable attempt to allocate training fairly by allowing everyone a chance to take one course before others can take a second one. However, some inmates may need an additional vocational course if there is a large gap between when they first received training and their date of release. Repeat offenders who completed a vocational course in a previous prison stay may also need additional training. If they cannot update their occupational skills or practice them on the job, those skills will likely lapse by the time they are released. Inmates who want to take additional courses must request an exception from the Superintendent of Windham Schools. It is difficult to determine how often these are granted. Walvers can only be granted to the extent capacity is available.

Limited Choice of Courses

The Windham School System offers vocational education programs in 50 different trade areas, from welding and small engine repair to drafting and electronics. (See Chart 6 on page 14.) These vocational programs are available at 43 different prison units throughout Texas. (See Texas Department of Criminal Justice Units of Institutional Division on page 16.) Because Windham cannot build 50 labs at each unit, some programs are offered at only one unit, like dental laboratory aide, while others are provided at more than one site. Welding, for example, can be taken at 10 different units. This system restricts an inmate's vocational education options.

Classification is the process used to

initially assign each incoming offender to a unit. TDCJ receives 120 new offenders every day at its diagnostic center. A series of interviews and tests are conducted to develop a profile of each inmate, which is used to determine his custody level, or security status. Neither academic nor vocational education needs are considered in this process.

No comprehensive aptitude/interest inventory is conducted to assess an inmate's suitability for various vocational programs. Thus, vocational training needs are not considered in the placement of inmates.

When an inmate reaches his unit, he is instructed about the various vocational education programs at that unit. He may also discuss his options with academic and vocational

guidance counselors who are assigned to the prison units. At some units, the ratio of guidance counselors to inmates is 1,100 to one. At the Wynne unit, the two counselors specialize, one in academic and one in vocational education. In essence, each counselor is in charge of the academic or vocational needs of 2,500 inmates.

An inmate may request a transfer to a unit which offers a vocational program he would like to take. However, educators and counselors indicated that transfers can be problematic. Inmates living on a unit have first priority for courses offered at their unit. The most popular courses, like dental laboratory aide, are never filled from other units because there are always inmates already living on the unit who are waiting to attend. In addition, such requests

An inmate who tests at a 5th grade level could be placed...where only drafting is offered. ...he can participate in remedial education until he raises his educational achievement to a 7th grade level to qualify for the course.

Chart 6

Windham School System Vocational Courses

	Beto 1	Beto 1 Special	Beto 2	Boyd	Briscoe	Central	Clements	Clements	Clements Psych Ctr.	Coffield	Daniel	Darrington	Eastham	Ellis 1	Ellis 2	Ferguson	Gatesville*	Hightower	Hilltop	Hobby	Hughes	Huntsville	Jester 3	Jester 4	Jordan	Lewis	McConnell	Michael	Mountain View*
Air Conditioning & Refrigeration																													
Auto Collision Repair & Refining Technician			*																										
Automotive Specialization								*	*	*	*	*	*			*				*	*		*					*	*
Automotive Specialization (Automatic Transmission)				*																							*	*	
Automotive Specialization (Radiator Repair)							*																						
Auto Specialization (Automotive Electronics)																											*	*	
Barbering							*																						
Bricklaying/Stonemason	*	*													*						*							*	*
Building Trades		*																											
Business Computer Applications									*	*	*											*	*				*	*	
Commercial and Industrial Wiring					*																								
Comprehensive Home Economics*																	*												
Construction Carpentry										*						*	*	*	*										
Culinary Arts																*													
CVAE Business Office Services*																												*	*
CVAE Cooperative Training			*						*	*				*	*	*												*	*
CVAE Institutional Maintenance		*															*						*						
Dental Laboratory Aide														*															
Diesel Mechanics															*														
Drafting					*	*	*							*	*												*	*	*
Electrical Trades	*	*					*				*	*	*	*	*	*	*	*	*	*				*	*	*	*	*	*
Floriculture*																												*	*
Graphic Arts																			*										
Horticulture	*			*	*	*	*							*	*												*	*	*
Hydraulics & Pneumatics (Controls Technology)																								*					
Industrial Electronics (Circuit Board Repair)																													
Industrial Equipment Repair													*																
Introduction to Construction Careers				*			*			*							*								*				
Machine Shop																*													
Machine Shop (Machine Tool Oper. CAD/CAM)																													
Maintenance Mechanics Building (Facility Care)							*			*							*		*	*	*	*	*	*	*	*	*	*	*
Major Appliance Repair																	*		*	*	*	*	*	*	*	*	*	*	*
Meat Cutting																*													
Microcomputer Applications							*									*											*	*	*
Mill & Cabinetmaking	*											*				*										*	*	*	*
Office Support Systems																							*	*					
Outdoor Power Equipment & Landscape Mgmt.				*	*																								
Painting & Decorating (Wall & Floor Trades)			*									*	*																
Piping Trades/Plumbing	*	*				*											*			*	*	*	*	*	*	*	*	*	*
Principles of Technology							*																						
Remodeling - Interior & Exterior				*																									
Retail Merchandising														*	*							*	*	*	*	*	*	*	*
Sheet Metal																													
Small Engine Repair																						*	*	*	*	*	*	*	*
Small Engine Repair/Motorcycle																													
Truck Driving					*																								
VEH General Construction Trades																													
VEH Horticulture Related								*																					
Vocational Electronics											*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Welding	*	*			*											*	*	*	*	*	*	*	*	*	*	*	*	*	*
TOTAL	6	6	4	3	3	4	3	8	1	4	3	4	5	3	8	10	5	3	4	3	6	2	5	2	3	3	7	6	5

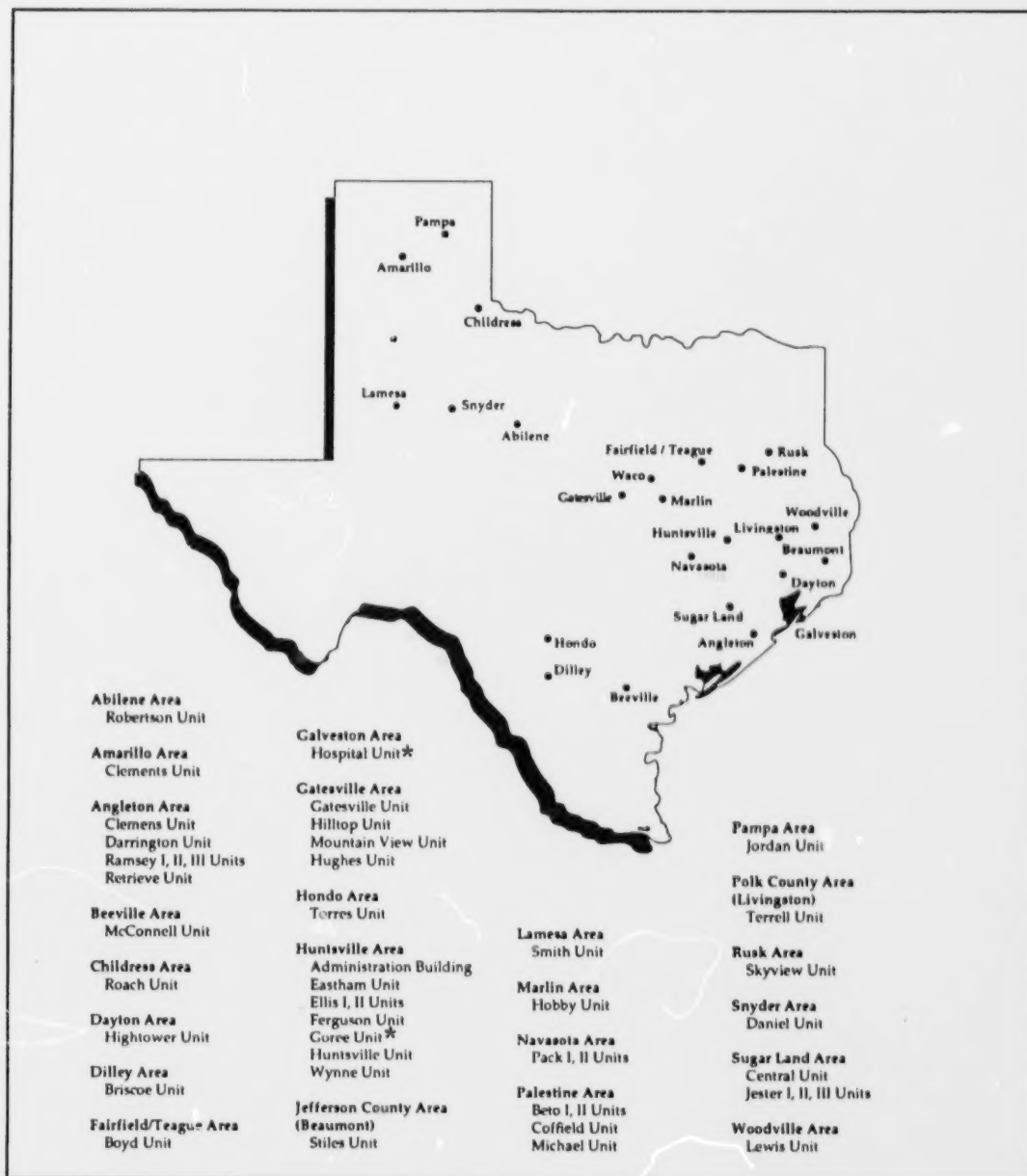
*For women only

Vocational Courses Continued

	Pack I	Pack II	Ramsey I	Ramsey II	Ramsey III	Retrieve	Roach	Robertson	Skyview	Smith	Styles	Terrell	Torres	Wynne	Total
Air Conditioning & Refrigeration								*					*		6
Auto Collision Repair & Refining Technician															1
Automotive Specialization		*	*												12
Automotive Specialization (Automatic Transmission)			*								*	*			5
Automotive Specialization (Radiator Repair)															1
Auto Specialization (Automotive Electronics)								*			*				3
Barbering															1
Bricklaying/Stonemason															5
Building Trades															1
Business Computer Applications															6
Commercial and Industrial Wiring															1
Comprehensive Homemaking Education*															1
Construction Carpentry															4
Culinary Arts															1
CVAE Business Office Services*															1
CVAE Cooperative Training		*		*											8
CVAE Institutional Maintenance								*							4
Dental Laboratory Aide															1
Diesel Mechanics													*		2
Drafting			*										*		6
Electrical Trades		*													10
Floriculture*															1
Graphic Arts	*														2
Horticulture		*			*			*							9
Hydraulics & Pneumatics (Controls Technology)							*		*		*				4
Industrial Electronics (Circuit Board Repair)							*								1
Industrial Equipment Repair															1
Introduction to Construction Careers	*			*	*				*	*	*				11
Machine Shop															1
Machine Shop (Machine Tool Oper. CAD/CAM)											*	*			2
Maintenance Mechanics Building (Facility Care)							*			*	*	*			9
Major Appliance Repair										*	*				7
Meat Cutting															1
Microcomputer Applications				*						*					5
Mill & Cabinetmaking		*													5
Office Support Systems															2
Outdoor Power Equipment & Landscape Mgmt.						*									3
Painting & Decorating (Wall & Floor Trades)			*												4
Piping Trades/Plumbing															6
Principles of Technology															1
Remodeling - Interior & Exterior						*									2
Retail Merchandising															3
Sheet Metal				*											1
Small Engine Repair			*										*		3
Small Engine Repair/Motorcycle							*					*			2
Truck Driving															1
VEH General Construction Trades								*							1
VEH Horticulture Related															1
Vocational Electronics													*		4
Welding	*	*	*	*	*	*	*	*	*	*	*	*	*	*	10
TOTAL	2	5	3	3	4	2	3	6	3	3	6	6	3	5	183



Texas Department of Criminal Justice Units of Institutional Division



*These units do not have vocational programs.

Source: Annual Report for the Texas Department of Criminal Justice, 1991



must be approved by the classification committee, which take lower priority than transfers for security reasons.

Some inmates also expressed reluctance to transfer once they get settled into a unit and have adjusted well there. If they feel secure with their living arrangements, including cellmate, and job assignment, they are less likely to want to move for the uncertainty of a new environment. One inmate described it this way: *"I have been locked up for four years and have been in absolutely no trouble whatsoever. I am not going to take the chance of being transferred to another unit for a vocational school not knowing what the bosses are going to be like. I know I can survive right here out of trouble."*

Security

The need of TDCJ to maintain security means that some inmates will be prohibited from participating in vocational education. Only inmates who maintain a minimum custody level, or security status are eligible to participate. Approximately 86 percent of the inmate population at any given time meets this criteria and thus is eligible to participate, according to TDCJ officials.

Work and Class Conflicts

The Legislature has mandated that TDCJ should be as self-sustaining as possible through the operation of prison industries. Since nearly all inmates also hold jobs, work schedules can conflict with classes. Also, some employment supervisors may not approve of school or inmates may not want to give up a valued job in order to attend classes.

Most units schedule classes in several shifts throughout the day. Work and school schedules were identified as a problem in discussions with inmates and teachers.

According to policy, work assignments will not interfere with training; however, the Council heard conflicting reports from inmates and instructors.

Motivation

The motivation levels of inmates differ. In most units, school comes in addition to their jobs and the additional work does not seem worth the effort. The Council believes that it would strengthen the learning environment if every inmate with an identified need for

vocational education were encouraged to participate in vocational training. Inmates could be motivated by showing them the advantages of particular trades: salary level, employment outlook, occupational setting, and the alternative life style promised with work competence.

The Council was pleased to find that parole officers are beginning to require that inmates with little or no occupational skills gain some training as a condition of parole. However, demand cannot be stimulated until Windham can serve all the inmates who need and want vocational training.

High School Graduates Lack Options

A female repeat offender commented, *"If you have a high school diploma, you are unable to take certain vocational classes. Graphic Arts, I think, is a great class and I have been trying to get in. That is like discriminating against people who... well,*

"I am not going to take the chance of being transferred to another unit for a vocational school not knowing what the bosses are going to be like. I know I can survive right here..."

Repeat Offender



it's like saying, you've got that education, we don't want you to get this one here."

TDCJ and Windham Schools report that approximately 15 to 20 percent of inmates are high school graduates. These inmates are not eligible to take Windham secondary vocational education courses because Windham is financed through Foundation School funds which are set aside for secondary education only. Therefore, state law prohibits the use of public school funding for inmates who

have already received a high school education. Thus, high school graduates who are interested in vocational education can only take community college vocational courses.

The problem is that many of the inmates who are high school graduates are functioning below a 12th-grade level and thus are not qualified to take college-level courses. If inmates cannot read at a college level, they will not be successful in the

"I took the college entrance exam, and failed the math. I put school totally on the back burner."

Inmate

postsecondary courses. Most inmates do not have the time to do the remediation needed to attain college-level proficiency. Secondary vocational courses, on the other hand, only require an inmate to attain a minimum of a 5th grade academic level. This situation creates a sizable obstacle for inmates who

need to develop occupational skills in a short period of time.

Many of these inmates who need and want vocational training are thus discouraged from receiving

it, as this inmate explains: *"I wanted to take the small business course but couldn't take it because I have a high school diploma. I barely scraped through high school, and I took the college entrance exam, and I failed the math. I put school totally on the back burner for awhile."*

Allowing all inmates to take available vocational courses would increase access to a wider range of vocational courses.



POLICY COORDINATION

A correctional school district, such as the Windham School System, allows control over instructional programs to be placed in the hands of educators, and not the corrections staff. This arrangement results in adherence to minimum educational standards, statewide teacher certification and preparation requirements, an ongoing funding source for instructional programs, and systemwide policies established by a school board. In other words, it gives the quality of education to inmates that is provided to other students.

However, because correctional school districts operate within prison walls, they do not have complete control over all aspects of service delivery, such as access or independent sources of revenue, like regular public school districts. As Dr. Osa Coffey, a leading expert in the corrections education field has said: *"Correctional school districts... should not be viewed as a panacea. They are only as good as they are permitted to be by the Department of Corrections, the State Education Agency, the state legislature and the Governor's Office."*

Reliance on Coordination

In the State of Texas, the Windham School System must rely on policymakers for effective service delivery: the Legislature for funding its vocational labs through TDCJ's budget; the Governor for appointments to its school board; the Board of Criminal Justice and TDCJ for coordination of its educational program with TDCJ's other operations and mandates. For example, voca-

tional training, as part of TDCJ's mission to rehabilitate, must be coordinated with its mission to be as financially self-sustaining as possible through the operation of prison industries. To maximize access to vocational education, classes must be coordinated with inmates' schedules for working, sleeping, eating, medical services, and substance-abuse treatment programs.

"Correctional school districts should not be viewed as a panacea. They are only as good as they are permitted to be."

Dr. Osa Coffey

Job Assignments

Inmates may not have the opportunity to immediately apply the skills they have learned in class to jobs in the "free" world. Completion of vocational education does not necessarily coincide with an inmate's release date.

Thus, coordination of prison job assignments with vocational training received while in prison is an essential component of an effective vocational education program for inmates.

The Council found no systematic attempt to coordinate prison job assignments with inmates' vocational training or employment histories. Although inmates said they were asked about their work backgrounds when they first arrived at the reception center, there appeared to be little connection between the jobs they eventually received and their previous work experience or vocational education. It appears that the assignment of jobs is driven at least in part by logistical considerations. Inmates are placed in jobs after they arrive at their unit, where they have been sent based on their custody level.

Many inmates expressed discouragement with the lack of coordination between



their vocational education training and prison job assignments. They were concerned that they would lose the skills they learned in class by the time they got out of prison, especially for those who had a big time gap between training and release. In the words of one inmate: *"If you take a course, and you graduate, you don't get any gratification for it. You go through a trade school and you learn the trade and they stick you washing someone else's underwear. Well, two years later when you get out, you don't remember anything."*

Another inmate said getting the education without applying it on the job is futile: *"I could take a course, but you know, after I finished the course it was like, I might get out four years later... Well, I couldn't remember what happened... There ain't no sense taking a course and getting out five years later... You need some kind of job-related thing. If I am going to take a course, let me work at it. Otherwise, don't even offer the course."*

Tying jobs in the prison system to vocational training can motivate inmates to receive training and could allow them to gain mastery in the occupational area. Some of the vocational programs do have direct access into industry areas. For example, welders from the Beto units go directly to class and begin making dump trucks. The Council found far too little of this coordination.

The Council understands that TDCJ maintains a data base of inmates' past jobs and vocational training histories. Windham School officials said this "Inmate Job Management System" is not being used to track inmates' placements in jobs or used to coor-

dinate them with vocational training.

Long Range Plan

In the coordination of vocational education between TDCJ and the Windham School System, the Council found there was lack of a comprehensive, long-range plan regarding vocational education for inmates.

First, there is no measurement of the magnitude of need for vocational education among inmates. Although it appears that most inmates can use occupational skills development, there is no documentation of that need. Standardized achievement tests are administered to all inmates to determine their level of educational attainment, but no similar systematic assessment of inmates' occupational skills is undertaken.

Secondly, although Windham keeps track of the number of participants in vocational education in a given year, neither Windham nor TDCJ looks at the inmate population as a whole to determine how many offenders receive training before they leave prison.

Finally, there is no systemwide analysis of rea-

sons why inmates are not receiving training. Thus, it is hard to get a comprehensive picture of who needs vocational training, who receives it and who does not, and how to best serve their needs.

Without a more concrete assessment of the vocational needs of the inmates, the Windham School System must determine funding requests and course selections incrementally instead of based on inmate needs. In addition, TDCJ cannot justify funding requests for vocational labs based on its mandate for rehabilitation.

"If you take a course ... you don't get any gratification for it. You learn a trade ... and they stick you washing someone else's underwear."

Inmate



Accountability and Follow-up

Coordination between the Windham School System and TDCJ will be strengthened when effective evaluation of academic and vocational education for inmates is in place. There are two essential components to such an evaluation — employment and recidivism.

First, employment outcome measures of vocational education participants can help the Windham School System evaluate the quality of vocational education programs. The Windham School System, as a school district, currently defines its goals and measures performance objectives in educational terms: numbers of students enrolled in academic and vocational courses, the average hours of participation, grade-level gains on standard achievement tests, literacy test scores of participants, pass rates for the GED, and the number of vocational certificates issued. While all of these measures are useful, ultimately, the best evaluation of a vocational education program is whether it

Vocational graduates are not followed after they are released to determine whether the training was sufficient to obtain a job.

prepares students to get jobs in the field in which they are trained.

The Perkins Act requires states to measure employment and competency gains of their vocational education completers and to set standards which they must strive to reach. Presently, Windham does not have a mechanism to measure "real world" employment outcomes. They do not follow their vocational training graduates after they are released to determine whether the training received is sufficient to obtain a job.

Second, recidivism rate measurements of vocational education participants would enable TDCJ management to evaluate whether vocational education is contributing to its overall mandate to rehabilitate offenders. Determining the impact vocational education participation has on recidivism can be an important tool to justify vocational education funding levels. Costs could be easily compared to the savings from reductions in recidivism.



CONCLUSIONS AND RECOMMENDATIONS

Governor Ann Richards acknowledged the importance of vocational education in reducing the recidivism rate in her 1992 statewide vision and plan for the State of Texas. One of her objectives is to "reduce recidivism through substance-abuse programs, education, and vocational training."

The Council agrees with Governor Richards. Offenders should accept the consequences of their crimes, and at the same time, they should take responsibility for reforming their lives. Investing in programs that address the issues that contribute to criminal activity such as illiteracy, unemployment, lack of marketable job skills, and substance abuse, can teach inmates the responsibility they need to become law-abiding, taxpaying citizens; and thus, prevent some ex-offenders from returning to crime.

For management to provide a learning environment for inmates in prison is not easy. In fact, the inmate finds it a lot harder to pursue an education and occupational skills than just "doing time." One of the inmates with whom the Council spoke, a repeat offender, described the prison environment in this way: *"Being incarcerated conditions you to be irresponsible. Before I came to the penitentiary, I had a home, a car, a family, a wife, and a job. I had to cut the grass and wash my clothes and do different tasks around the house. Well, when you come to the penitentiary, you don't have to wash your clothes, you don't have to prepare your meals, and really you don't have to do too much. You don't have to worry about maintaining a job because they give it*

to you. It tends to make you too comfortable, without responsibility, and this is unconsciously. When you get out of the penitentiary, a lot of times responsibilities will be a shock to you."

The Council supports proponents of the argument that vocational training has a direct impact on recidivism. It is vital that all men and women in Texas prisons who have little or no occupational skills receive sufficient vocational education while they are incarcerated so that they can have a viable option to pursue a productive life.

They should have access to vocational education and should be encouraged to take advantage of the opportunity. Offenders who cannot compete in the labor market when they return to society and remain unemployed are more

likely to resort to crime and consequently return to prison.

The Council and the public are concerned about high crime rates and such fundamental concepts as the need to make our streets safer. Since 95 percent of inmates eventually return to society, the public pays a high price when there is continual recycling of offenders through prison. In fact, because it is so costly to house one individual for a year, a small reduction in the recidivism rate can result in substantial savings.

Many factors make the task of providing vocational education to inmates particularly difficult. The constraints of the corrections setting, the nature of the prison clientele, the explosive prison growth, and requirements of the Ruiz court decision

**A goal for Texas is to
"reduce recidivism
through substance-
abuse programs, edu-
cation, and vocational
training."**

Governor Ann Richards



which have created enormous budgetary and management challenges, all limit the effectiveness of service delivery of corrections education. These hurdles make the efforts and successes of the Windham School System especially commendable. However, the Council seeks to address the need for a compatible learning environment to support vocational education objectives. But it will require different thinking about the role of prisons and an alteration of the structure of the prison system. The recommendations proposed in this report are an attempt to make improvements to this situation that affects all taxpayers.

One of the chief constraints in being able to provide the quality and level of corrections education recommended in this report is funding. As the state spends more

and more money on building and operating prisons, the Council members can understand, as taxpayers themselves, the reluctance to fund any additional expenditures. The escalating prison population and the succession of bond proposals approved by the voters to build new prisons attests to the willingness of Texas citizens to address the problem. Since academic and vocational education can reduce the recidivism rate, the money spent on comprehensive programming is an *investment* in lowered crime and incarceration costs.

As former Chief Justice Warren Burger has said, *"We must accept the reality that to confine offenders behind walls without trying to change them is an expensive folly with short-term benefits — a 'winning of battles while losing the war.'"*



Recommendations

1. Implement a comprehensive, long-range plan that will identify the need for vocational training, develop training strategies for inmates serving both short and long sentences, identify strategies to enable inmates to obtain employment upon release, and develop methods to create a learning environment for inmates.

Made To:

Texas Department of Criminal Justice
Windham School System
Texas Education Agency

2. Expand lab space to be able to offer more vocational courses to meet the demands.

Made To:

Legislature
Texas Department of Criminal Justice
Windham School System

3. Establish a system of Regional Education Centers at designated units where clusters of vocational training programs would be located and where students may be transferred, with priority given to offenders who are within one year of release. These can begin as pilot projects

Decision Maker Responsible:

Legislature
Texas Department of Criminal Justice
Windham School System

Rationale

The Department of Criminal Justice does not have a strategic plan that identifies vocational education needs or how those needs will be met. Without this type of plan, the organization cannot meet its mission of rehabilitation.

The Texas Education Agency should assist in the development of the plan by providing information on priority occupations, career guidance, and the integration of academic and vocational education.

The planning process should include the entire criminal justice management team.

Inmates are currently waiting to be admitted to vocational courses, by some reports, as many as 2000.

Vocational labs are placed across the 47 prison units in the State. Labs are duplicated throughout the system. Some inmates have access to several courses while others have only one choice. Education is usually a low priority at the institutions. The prison environment is not conducive to learning.

The Florida Correctional Education School Authority prepared a cost estimate of establishing a vocational education center housing 16 vocational disciplines. The cost was approximately \$3.7 million in 1988 (See Appendix C for Florida cost estimates.)

TDCJ has already set up a center with a therapeutic focus at the private prison in Kyle, Texas, which could be used as a model. (See Appendix D.)



Recommendations

4. Design and implement a follow-up system to track the employment and recidivism rates of vocational education certificate holders and compare them to a control group or all of the non-participants.

Made To:
Windham Schools
Texas Department of Criminal Justice
Texas Education Agency

5. Develop a more systematic process for placing inmates in vocational education, including interest/aptitude inventories and labor market information.

Made To:
Texas Department of Criminal Justice
Windham School System

6. Provide a more systematic process to better integrate vocational education and prison jobs.

Made To:
Texas Department of Criminal Justice

Rationale

There is no data to prove or disprove that the Texas Department of Criminal Justice is accomplishing its mission of rehabilitation. In general, we know that education has proven beneficial in increasing employment and reducing recidivism. Planning and coordination could be greatly increased with the information provided by a follow-up system.

The Texas Department of Criminal Justice should work with the Windham School System and the Pardons and Paroles Division to implement this system. The Texas Education Agency should work with Windham as they begin to explore the Unemployment Wage Record Data System.

Inmates do not receive a comprehensive list of the vocational education courses offered, including: a description of the course, the work setting that an inmate could apply the training to, current wage levels, and employment outlook. Their decision making is based on their own knowledge of the work force and not on current labor market data. There is no systematic procedure for matching inmate interests and aptitudes with vocational programs.

Placing inmates in jobs which correspond with their vocational training and skills would enable inmates to use the vocational skills they learn or practiced in the "free world." The coordination of training and jobs can act as both a motivation for receiving education and a place to develop mastery of a set of occupational competencies. TDCJ should consider bringing in prison industries that correspond with vocational education programs possibly through contracts with the private sector.



Recommendations

Windham School System

7. Allow Foundation School Fund allocations to be made to Windham to provide vocational education to inmates who have graduated from high school.

Made To:
Legislature

Rationale

Inmates who have not attained a 12th grade functioning level but did graduate from high school have very limited options for training in the prison system. Most do not have time to receive extensive remediation needed to successfully compete in a community college course. They do need vocational training. The Windham School System receives funding from the Foundation School Program which can only be used for individuals who have not received a high school diploma. This policy limits access to available vocational programs.

8. Shift the authority to make exceptions to the "one-vocational course" rule downward to the level of principal and regional supervisor.

Made To:
Windham School System

All exceptions to the restrictions on additional vocational courses are made at the superintendent's level. Educational administrators who are closer to the students and more familiar with their needs, educational backgrounds, and course enrollments, are more qualified to make judgments regarding capacity to serve inmates.



Appendix A

Topics for Future Study

- Post-secondary vocational programs, which are administered through contracts with community colleges;
- Educational service delivery and effectiveness in the private prisons, which are operated by corporations through contracts with the state;
- Vocational education for youth in juvenile detention facilities;
- Educational programming for the specific needs of women in correctional institutions;
- Parole education component;
- Apprenticeship programs in the prison system.



Appendix B

Funding Categories

- The funding categories Division Administration, Legal Expenses, and Payments to County Prosecutors are grouped together as one in Chart 3;
- The funding categories Contracted Capacity and Operation of Additional Capacity are grouped together as one in Chart 3;
- The funding categories Renovation, Repairs, and Minor Construction and Construction of Additional Capacity are grouped together as one in Chart 3;
- Industrial Programs entail prison industries;
- Most of the funds under Contracted Capacity are for contracted private prisons;
- Construction of Additional Capacity entails new prison construction.



Appendix C

Estimated Costs for Correction Vocational Technical Center

The following are estimated costs in creating a facility dedicated to vocational technical education for the Correctional Education School Authority. These costs include building construction at \$50.00 per square foot, classroom furniture and laboratory equipment, administration office furnishings and personnel salaries:

VOCATIONAL CLASSROOMS AND LABORATORIES

40,300 square feet @ \$50.00 per square foot.....	\$2,015,000.00
Administration Offices 3,800 square feet.....	\$ 190,000.00
TOTAL.....	\$2,205,000.00

CLASSROOM AND LABORATORY EQUIPMENT

Student desks, chairs, carrels, file cabinets teacher desks, storage cabinets, etc. - 8 @ \$9,500.00 per classroom.....	\$ 76,000.00
Laboratory 16 @ \$50,000.00 per laboratory.....	\$ 800,000.00
Ten station Individual Manpower Training Stations - 1 @ \$8,000.00.....	\$ 8,000.00
Library - 1 @ \$15,000.00.....	\$ 15,000.00
Testing laboratory - 1 @ \$12,000.00.....	\$ 12,000.00
Life Skills classroom 1 @ \$12,000.00.....	\$ 12,000.00
TOTAL.....	\$ 923,000.00

ADMINISTRATION OFFICE FURNISHINGS

Education Program Manager.....	\$ 2,000.00
Vocational Counselor.....	\$ 1,800.00
Librarian.....	\$ 2,500.00
Secretary.....	\$ 2,500.00
Conference room.....	\$ 6,000.00
TOTAL.....	\$ 14,800.00

PERSONNEL SALARIES - INCLUDING FRINGE BENEFITS

Educational Program Manager (1).....	\$ 30,000.00
Vocational Counselor (1).....	\$ 24,000.00
Librarian (1).....	\$ 25,000.00
Vocational Instructors - 16 @ 25,000.00.....	\$ 400,000.00
IMTS Instructor (1).....	\$ 25,000.00
Life Skills Instructor (1).....	\$ 25,000.00
TOTAL.....	\$ 529,000.00
Vocational Classrooms and Laboratories Construction.....	\$2,205,000.00
Classroom and Laboratory Equipment.....	\$ 923,000.00
Administration Office Furnishings.....	\$ 14,800.00
Personnel Salaries.....	\$ 529,000.00
GRAND TOTAL....	\$3,671,800.00



Appendix D

Therapeutic Community: New Vision Chemical Dependency Treatment Facility

During the Council's tours of the state prison system, several Council members had the privilege of visiting the New Vision Chemical Dependency Treatment Facility in Kyle, Texas. The Council did not visit Kyle to make any comparisons between public and private prisons, but was interested in the programs at the Kyle unit because they focus on the rehabilitation and reintegration missions of the Texas Department of Criminal Justice. The Kyle unit serves inmates with chemical dependency problems. Texas discovered, like many other states, that drugs are an integral part of criminal behavior. The Drug Use Forecasting (DUF) studies conducted in 20 major cities in 1988 found that the percentage of male arrestees testing positive for any drug ranged from 54 percent to 83 percent (National Institute of Justice, 1990). Texas decided to combat this problem by establishing a chemical dependency treatment facility. The Wackenhut Corrections Corporation, a private prison system, bid on the proposal and received the contract. The New Vision Facility opened June 28, 1989.

New Vision takes a holistic approach to chemical dependency treatment. Inmate problems that lead to drug abuse may include thinking process, values, occupational and/or educational functioning, and interpersonal skills as well as spiritual issues. Recovery encompasses learning how to live comfortably and contentedly as responsible and productive members of the community. The facility concentrates on the habilitation of residents by stressing basic educational, vocational and pre-employment training, life skills training and chemical dependency treatment. "Habilitation" means intervening with treatment so that inmates can leave in better shape than when they arrived, where rehabilitation means to "restore to a former state."

The New Vision facility houses a small population, only one-fourth to one-fifth the size of the units in TDCJ, which makes institutional maintenance requirements less onerous. Nevertheless, the inmates and staff with whom the Council spoke indicated many other aspects that make the habilitation function work. Warden John Bonner is strongly committed to this philosophy and has promoted it throughout the staff. All employees must attend an orientation and ongoing workshops. Inmates too, who are called residents, must share this vision. Only people who volunteer to participate in the drug treatment program can stay at the facility. They must sign a contract agreeing to treatment. Any resident who lacks this commitment is transferred. The residents reported that one of the most gratifying aspects of being on the unit was being treated with respect. The facility is not "soft" on criminals, as Warden Bonner is quick to point out. He emphasized that treatment is harder than just "doing time."

The Kyle unit offers adult basic education, GED courses, a computerized learning systems network, life skills, decision-making skills, street law, college courses and five vocational programs. Vocational offerings include Computer System Configuration Technician, Spreadsheet Technology, Basic Office Automation Technology, Desktop Publishing and Word Processing, and Horticulture/Landscaping. Vocational courses are provided by the Microcomputer Technology Institute, a private vocational school. Funding is provided by Pell Grants and the funds provided to the Wackenhut Corporation for education. Inmates are allowed to take as many vocational courses as they can fit into their schedule. Most inmates receive four hours of academic and/or vocational programs daily. All teachers are certified.

An Employment Advisory Board, consisting of leaders from business and industry, assists and offers input into the design and development of vocational skills and courses. Kyle held an Employment Fair in October 1992 to allow corporations, companies and agencies to meet



prospective employees within the institutional setting. Inmates learn job acquisition skills to assist them in the transition from incarceration to free-world placement.

The Council was pleased to see the programs at the Kyle unit because they believe a regional education center, with a holistic focus, could be very successful at habilitating and reintegrating inmates. TDCJ already has experience with this type of method, with fewer vocational offerings.

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